

114TH CONGRESS  
1ST SESSION

# S. 961

To protect information relating to consumers, to require notice of security breaches, and for other purposes.

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IN THE SENATE OF THE UNITED STATES

APRIL 15, 2015

Mr. CARPER (for himself and Mr. BLUNT) introduced the following bill; which was read twice and referred to the Committee on Commerce, Science, and Transportation

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## A BILL

To protect information relating to consumers, to require notice of security breaches, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3       **SECTION 1. SHORT TITLE.**

4       This Act may be cited as the “Data Security Act of  
5       2015”.

6       **SEC. 2. PURPOSES.**

7       The purposes of this Act are—

8              (1) to establish strong and uniform national  
9       data security and breach notification standards for  
10      electronic data; and

## 5 SEC. 3. DEFINITIONS.

6 For purposes of this Act, the following definitions  
7 shall apply:

8                             (1) AFFILIATE.—The term “affiliate” means  
9                             any company that controls, is controlled by, or is  
10                          under common control with another company.

11                             (2) AGENCY.—The term “agency” has the same  
12                             meaning as in section 551(1) of title 5, United  
13                             States Code.

### 14 (3) BREACH OF DATA SECURITY.—

1           and unusable if the encryption, redaction, or  
2           protection process or key is not also acquired  
3           without authorization.

4           (4) CARRIER.—The term “carrier” means any  
5           entity that—

6                 (A) provides electronic data transmission,  
7                 routing, intermediate, and transient storage, or  
8                 connections to its system or network;

9                 (B) does not select or modify the content  
10                of the electronic data;

11                (C) is not the sender or the intended re-  
12                cipient of the data; and

13                (D) does not differentiate sensitive account  
14                information or sensitive personal information  
15                from other information that the entity trans-  
16                mits, routes, stores in intermediate or transient  
17                storage, or for which such entity provides con-  
18                nections.

19           (5) COMMISSION.—The term “Commission”  
20           means the Federal Trade Commission.

21           (6) CONSUMER.—The term “consumer” means  
22           an individual.

23           (7) CONSUMER REPORTING AGENCY THAT COM-  
24           PILES AND MAINTAINS FILES ON CONSUMERS ON A  
25           NATIONWIDE BASIS.—The term “consumer reporting

1 agency that compiles and maintains files on con-  
2 sumers on a nationwide basis” has the same mean-  
3 ing as in section 603(p) of the Fair Credit Report-  
4 ing Act (15 U.S.C. 1681a(p)).

5 (8) COVERED ENTITY.—

6 (A) IN GENERAL.—The term “covered en-  
7 tity” means any individual, partnership, cor-  
8 poration, trust, estate, cooperative, association  
9 or entity that accesses, maintains, commu-  
10 nicates, or handles sensitive account informa-  
11 tion or sensitive personal information.

12 (B) EXCEPTION.—The term “covered enti-  
13 ty” does not include any agency or any other  
14 unit of Federal, State, or local government or  
15 any subdivision of the unit.

16 (9) FINANCIAL INSTITUTION.—The term “fi-  
17 nancial institution” has the same meaning as in sec-  
18 tion 509(3) of the Gramm-Leach-Bliley Act (15  
19 U.S.C. 6809(3)).

20 (10) INFORMATION SECURITY PROGRAM.—The  
21 term “information security program” means the ad-  
22 ministrative, technical, or physical safeguards that a  
23 covered entity uses to access, collect, distribute,  
24 process, protect, store, use, transmit, dispose of, or

1 otherwise handle sensitive account information and  
2 sensitive personal information.

3 (11) SENSITIVE ACCOUNT INFORMATION.—The  
4 term “sensitive account information” means a financial  
5 account number relating to a consumer, including  
6 a credit card number or debit card number, in  
7 combination with any security code, access code,  
8 password, or other personal identification information  
9 required to access the financial account.

10 (12) SENSITIVE PERSONAL INFORMATION.—

11 (A) IN GENERAL.—The term “sensitive  
12 personal information” means—

13 (i) a Social Security number; or  
14 (ii) the first and last name of a consumer in combination with—  
15 (I) the consumer’s driver’s license number, passport number, military identification number, or other similar number issued on a government document used to verify identity;  
16 (II) information that could be used to access a consumer’s account, such as a user name and password or e-mail and password; or

(III) biometric data of the consumer used to gain access to financial accounts of the consumer.

1   **SEC. 4. PROTECTION OF INFORMATION AND SECURITY**

2                   **BREACH NOTIFICATION.**

3                   (a) SECURITY PROCEDURES REQUIRED.—

4                   (1) IN GENERAL.—Each covered entity shall de-  
5                   velop, implement, and maintain a comprehensive in-  
6                   formation security program that contains adminis-  
7                   trative, technical, and physical safeguards that are  
8                   reasonably designed to achieve the objectives in  
9                   paragraph (2).

10                  (2) OBJECTIVES.—The objectives of this sub-  
11                  section are to—

12                  (A) ensure the security and confidentiality  
13                  of sensitive account information and sensitive  
14                  personal information;

15                  (B) protect against any anticipated threats  
16                  or hazards to the security or integrity of such  
17                  information; and

18                  (C) protect against unauthorized acquisi-  
19                  tion of such information that could result in  
20                  substantial harm to the individuals to whom  
21                  such information relates.

22                  (3) LIMITATION.—A covered entity's informa-  
23                  tion security program under paragraph (1) shall be  
24                  appropriate to—

25                  (A) the size and complexity of the covered  
26                  entity;

(B) the nature and scope of the activities of the covered entity; and

(C) the sensitivity of the consumer information to be protected.

(4) ELEMENTS.—In order to develop, implement, and maintain its information security program, a covered entity shall—

(A) designate an employee or employees to coordinate the information security program;

(B) identify reasonably foreseeable internal and external risks to the security, confidentiality, and integrity of sensitive account information and sensitive personal information and assess the sufficiency of any safeguards in place to control these risks, including consideration of risks in each relevant area of the covered entity's operations, including—

(i) employee training and management;

(ii) information systems, including network and software design, as well as information processing, storage, transmission, and disposal; and

(iii) detecting, preventing and responding to attacks, intrusions, or other systems failures;

(C) design and implement information safeguards to control the risks identified in its risk assessment, and regularly assess the effectiveness of the safeguards' key controls, systems, and procedures;

9 (D) oversee service providers by—

(i) taking reasonable steps to select and retain service providers that are capable of maintaining appropriate safeguards for the sensitive account information or sensitive personal information at issue;

(ii) requiring service providers by contract to implement and maintain such safeguards; and

(iii) reasonably oversee or obtain an assessment of the service provider's compliance with contractual obligations, where appropriate in light of the covered entity's risk assessment; and

23 (E) evaluate and adjust the information  
24 security program in light of the results of the  
25 risk assessments and testing and monitoring re-

1           quired by subparagraphs (C) and (D) and any  
2           material changes to the covered entity's oper-  
3           ations or business arrangements, or any other  
4           circumstances that the covered entity knows or  
5           has reason to know may have a material impact  
6           on its information security program.

7           (5) SECURITY CONTROLS.—Each covered entity  
8           shall—

9               (A) consider whether the following security  
10          measures are appropriate for the covered entity  
11          and, if so, adopt those measures that the cov-  
12          ered entity concludes are appropriate—

13               (i) access controls on information sys-  
14          tems, including controls to authenticate  
15          and permit access only to authorized indi-  
16          viduals and controls to prevent employees  
17          from providing sensitive account informa-  
18          tion or sensitive personal information to  
19          unauthorized individuals who may seek to  
20          obtain this information through fraudulent  
21          means;

22               (ii) access restrictions at physical lo-  
23          cations containing sensitive account infor-  
24          mation or sensitive personal information,  
25          such as buildings, computer facilities, and

1 records storage facilities, to permit access  
2 only to authorized individuals;

3 (iii) encryption of electronic sensitive  
4 account information or sensitive personal  
5 information, including while in transit or  
6 in storage on networks or systems to which  
7 unauthorized individuals may have access;

8 (iv) procedures designed to ensure  
9 that information system modifications are  
10 consistent with the covered entity's infor-  
11 mation security program;

12 (v) dual control procedures, segrega-  
13 tion of duties, and employee background  
14 checks for employees with responsibilities  
15 for, or access to, sensitive account informa-  
16 tion or sensitive personal information;

17 (vi) monitoring systems and proce-  
18 dures to detect actual and attempted at-  
19 tacks on, or intrusions into, information  
20 systems;

21 (vii) response programs that specify  
22 actions to be taken when the covered entity  
23 suspects or detects that unauthorized indi-  
24 viduals have gained access to information  
25 systems; and

1 (viii) measures to protect against de-  
2 struction, loss, or damage of sensitive ac-  
3 count information or sensitive personal in-  
4 formation due to potential environmental  
5 hazards, such as fire and water damage or  
6 technological failures;

(B) develop, implement, and maintain appropriate measures to properly dispose of sensitive account information and sensitive personal information; and

(C) train staff to implement the covered entity's information security program.

(6) ADMINISTRATIVE REQUIREMENTS.—

18 (i) approve the covered entity's writ-

19 ten information security program; and

1                                     (B) REPORT TO THE BOARD.—If a covered  
2                                     entity has a board of directors, the covered enti-  
3                                     ty shall report to its board or an appropriate  
4                                     committee of the board at least annually, in-  
5                                     cluding describing—

6   (i) the overall status of the informa-  
7                                     tion security program and the covered enti-  
8                                     ty's compliance with this Act; and

9   (ii) material matters related to its  
10                                     program, addressing issues such as risk as-  
11                                     sessment, risk management and control de-  
12                                     cisions, service provider arrangements, re-  
13                                     sults of testing, security breaches or viola-  
14                                     tions and management's responses, and  
15                                     recommendations for changes in the infor-  
16                                     mation security program.

17                                     (b) INVESTIGATION REQUIRED.—

18   (1) IN GENERAL.—If a covered entity believes  
19                                     that a breach of data security has or may have oc-  
20                                     curred in relation to sensitive account information or  
21                                     sensitive personal information that is maintained,  
22                                     communicated, or otherwise handled by, or on behalf  
23                                     of, the covered entity, the covered entity shall con-  
24                                     duct an investigation to—

1                             (A) assess the nature and scope of the in-  
2                             cident;

3                             (B) identify any sensitive account informa-  
4                             tion or sensitive personal information that may  
5                             have been involved in the incident;

6                             (C) determine if the sensitive account in-  
7                             formation or sensitive personal information has  
8                             been acquired without authorization; and

9                             (D) take reasonable measures to restore  
10                             the security and confidentiality of the systems  
11                             compromised in the breach.

12                         (c) NOTICE REQUIRED.—If a covered entity deter-  
13                         mines under subsection (b)(1)(C) that the unauthorized  
14                         acquisition of sensitive account information or sensitive  
15                         personal information involved in a breach of data security  
16                         is reasonably likely to cause substantial harm to the con-  
17                         sumers to whom the information relates, the covered enti-  
18                         ty, or a third party acting on behalf of the covered entity,  
19                         shall—

20                         (1) notify, without unreasonable delay—

21                             (A) an appropriate Federal law enforce-  
22                             ment agency;

23                             (B) the appropriate agency or authority  
24                             identified in section 5;

(C) any relevant payment card network, if the breach involves a breach of payment card numbers;

(D) each consumer reporting agency that compiles and maintains files on consumers on a nationwide basis, if the breach involves sensitive personal information or sensitive account information relating to 5,000 or more consumers; and

(E) all consumers to whom the sensitive account information or sensitive personal information relates;

(2) provide notice to consumers by—

(A) written notification sent to the postal address of the consumer in the records of the covered entity;

(B) telephonic notification to the number of the consumer in the records of the covered entity;

(C) e-mail of the consumer or other electronic means in the records of the covered entity; or

(D) substitute notification in print and to broadcast media where the individual whose personal information was acquired resides if

providing written or e-mail notification is not feasible due to—

(i) lack of sufficient contact information for the consumers that must be notified;

6 (ii) excessive cost to the covered enti-  
7 ty; or

9 (3) provide notice that includes—

10 (A) a description of the type of sensitive  
11 account information or sensitive personal infor-  
12 mation involved in the breach of data security;

18 (C) a summary of rights of victims of iden-  
19 tity theft prepared by the Commission under  
20 section 609(d) of the Fair Credit Reporting Act  
21 (15 U.S.C. 1681g(d)), if the breach of data se-  
22 curity involves sensitive personal information.

23 (d) CLARIFICATION.—A financial institution shall  
24 have no obligation under this Act for a breach of security  
25 at another covered entity involving sensitive account infor-

1 mation relating to an account owned by the financial insti-  
2 tution.

3 (e) SPECIAL NOTIFICATION REQUIREMENTS.—

4 (1) THIRD-PARTY SERVICE PROVIDERS.—In the  
5 event of a breach of data security of a system main-  
6 tained by a third-party entity that has been con-  
7 tracted to maintain, store, or process data in elec-  
8 tronic form containing sensitive account information  
9 or sensitive personal information on behalf of a cov-  
10 ered entity who owns or possesses such data, such  
11 third-party shall—

12 (A) notify the covered entity; and  
13 (B) notify consumers if it is agreed in  
14 writing that the third-party service provider will  
15 provide such notification on behalf of the cov-  
16 ered entity.

17 (2) CARRIER OBLIGATIONS.—

18 (A) IN GENERAL.—If a carrier becomes  
19 aware of a breach of data security involving  
20 data in electronic form containing sensitive ac-  
21 count information or sensitive personal informa-  
22 tion that is owned or licensed by a covered enti-  
23 ty that connects to or uses a system or network  
24 provided by the carrier for the purpose of trans-  
25 mitting, routing, or providing intermediate or

1 transient storage of such data, such carrier  
2 shall notify the covered entity who initiated  
3 such connection, transmission, routing, or stor-  
4 age of the data containing sensitive account in-  
5 formation or sensitive personal information, if  
6 such covered entity can be reasonably identified.  
7 If a service provider is acting solely as a service  
8 provider for purposes of this subsection, the  
9 service provider has no other notification obliga-  
10 tions under this section.

11 (B) COVERED ENTITIES WHO RECEIVE NO-  
12 TICE FROM CARRIERS.—Upon receiving notifi-  
13 cation from a service provider under paragraph  
14 (1), a covered entity shall provide notification  
15 as required under this section.

16 (3) COMMUNICATIONS WITH ACCOUNT HOLD-  
17 ERS.—If a covered entity that is not a financial in-  
18 stitution experiences a breach of data security in-  
19 volving sensitive account information, a financial in-  
20 stitution that issues an account to which the sen-  
21 sitive account information relates may communicate  
22 with the account holder regarding the breach, in-  
23 cluding—

24 (A) an explanation that the financial insti-  
25 tution was not breached, and that the breach

1       occurred at a third-party that had access to the  
2       consumer's sensitive account information; or  
3               (B) identify the covered entity that experi-  
4       enced the breach after the covered entity has  
5       provided notice consistent with this Act.

6       (f) COMPLIANCE.—

7               (1) IN GENERAL.—An entity shall be deemed to  
8       be in compliance with—  
9                       (A) in the case of a financial institution—  
10                               (i) subsection (a), if the financial in-  
11       stitution maintains policies and procedures  
12       to protect the confidentiality and security  
13       of sensitive account information and sen-  
14       sitive personal information that are con-  
15       sistent with the policies and procedures of  
16       the financial institution that are designed  
17       to comply with the requirements of section  
18       501(b) of the Gramm-Leach-Bliley Act (15  
19       U.S.C. 6801(b)) and any regulations or  
20       guidance prescribed under that section  
21       that are applicable to the financial institu-  
22       tion; and  
23                               (ii) subsections (b) and (c), if the fi-  
24       nancial institution—

(I)(aa) maintains policies and procedures to investigate and provide notice to consumers of breaches of data security that are consistent with the policies and procedures of the financial institution that are designed to comply with the investigation and notice requirements established by regulations or guidance under section 501(b) of the Gramm-Leach-Bliley Act (15 U.S.C. 6801(b)) that are applicable to the financial institution;

(bb) is an affiliate of a bank holding company that maintains policies and procedures to investigate and provide notice to consumers of breaches of data security that are consistent with the policies and procedures of a bank that is an affiliate of the financial institution, and the policies and procedures of the bank are designed to comply with the investigation and notice requirements established by any regulations or guidance under section 501(b) of the Gramm-

1                   Leach-Bliley Act (15 U.S.C. 6801(b))  
2                   that are applicable to the bank; or

3                   (cc)(AA) is an affiliate of a sav-  
4                   ings and loan holding company that  
5                   maintains policies and procedures to  
6                   investigate and provide notice to con-  
7                   sumers of data breaches of data secu-  
8                   rity that are consistent with the poli-  
9                   cies and procedures of a savings asso-  
10                  ciation that is an affiliate of the fi-  
11                  nancial institution; and

12                  (BB) the policies and procedures  
13                  of the savings association are designed  
14                  to comply with the investigation and  
15                  notice requirements established by any  
16                  regulations or guidelines under section  
17                  501(b) of the Gramm-Leach-Bliley  
18                  Act (15 U.S. 6801(b)) that are appli-  
19                  cable to savings associations; and

20                  (II) provides for notice to the en-  
21                  tities described under subparagraphs  
22                  (B), (C), and (D) of subsection (c)(1),  
23                  if notice is provided to consumers pur-  
24                  suant to the policies and procedures

3 (B) subsections (a), (b), and (c)—

(ii) if the entity is in compliance with sections 13402 and 13407 of the HITECH Act (42 U.S.C. 17932 and 17937).

14 (2) DEFINITIONS.—In this subsection—

(C) the term "savings association" has the meaning given the term in section 2 of the Home Owners' Loan Act (12 U.S.C. 1462).

1 **SEC. 5. ADMINISTRATIVE ENFORCEMENT.**

2 (a) IN GENERAL.—Notwithstanding any other provision of law section 4 shall be enforced exclusively under—

4 (1) section 8 of the Federal Deposit Insurance Act (12 U.S.C. 1818), in the case of—

6 (A) a national bank, a Federal branch or Federal agency of a foreign bank, or any subsidiary thereof (other than a broker, dealer, person providing insurance, investment company, or investment adviser), or a savings association, the deposits of which are insured by the Federal Deposit Insurance Corporation, or any subsidiary thereof (other than a broker, dealer, person providing insurance, investment company, or investment adviser), by the Office of the Comptroller of the Currency;

17 (B) a member bank of the Federal Reserve System (other than a national bank), a branch or agency of a foreign bank (other than a Federal branch, Federal agency, or insured State branch of a foreign bank), a commercial lending company owned or controlled by a foreign bank, an organization operating under section 25 or 25A of the Federal Reserve Act (12 U.S.C. 601, 611), or a bank holding company and its nonbank subsidiary or affiliate (other than a

1           broker, dealer, person providing insurance, in-  
2           vestment company, or investment adviser), by  
3           the Board of Governors of the Federal Reserve  
4           System; and

5           (C) a bank, the deposits of which are in-  
6           sured by the Federal Deposit Insurance Cor-  
7           poration (other than a member of the Federal  
8           Reserve System), an insured State branch of a  
9           foreign bank, or any subsidiary thereof (other  
10          than a broker, dealer, person providing insur-  
11          ance, investment company, or investment ad-  
12          viser), by the Board of Directors of the Federal  
13          Deposit Insurance Corporation;

14          (2) the Federal Credit Union Act (12 U.S.C.  
15          1751 et seq.), by the National Credit Union Admin-  
16          istration Board with respect to any federally insured  
17          credit union;

18          (3) the Securities Exchange Act of 1934 (15  
19          U.S.C. 78a et seq.), by the Securities and Exchange  
20          Commission with respect to any broker or dealer;

21          (4) the Investment Company Act of 1940 (15  
22          U.S.C. 80a-1 et seq.), by the Securities and Ex-  
23          change Commission with respect to any investment  
24          company;

1                         (5) the Investment Advisers Act of 1940 (15  
2 U.S.C. 80b-1 et seq.), by the Securities and Ex-  
3 change Commission with respect to any investment  
4 adviser registered with the Securities and Exchange  
5 Commission under that Act;

6                         (6) the Commodity Exchange Act (7 U.S.C. 1  
7 et seq.), by the Commodity Futures Trading Com-  
8 mission with respect to any futures commission mer-  
9 chant, commodity trading advisor, commodity pool  
10 operator, or introducing broker;

11                         (7) the provisions of title XIII of the Housing  
12 and Community Development Act of 1992 (12  
13 U.S.C. 4501 et seq.), by the Director of Federal  
14 Housing Enterprise Oversight (and any successor to  
15 the functional regulatory agency) with respect to the  
16 Federal National Mortgage Association, the Federal  
17 Home Loan Mortgage Corporation, and any other  
18 entity or enterprise (as defined in that title) subject  
19 to the jurisdiction of the functional regulatory agen-  
20 cy under that title, including any affiliate of any the  
21 enterprise;

22                         (8) State insurance law, in the case of any per-  
23 son engaged in providing insurance, by the applica-  
24 ble State insurance authority of the State in which  
25 the person is domiciled; and

1                         (9) the Federal Trade Commission Act (15  
2 U.S.C. 41 et seq.), by the Commission for any other  
3 covered entity that is not subject to the jurisdiction  
4 of any agency or authority described under para-  
5 graphs (1) through (8), including—

6                         (A) notwithstanding section 5(a)(2) of the  
7 Federal Trade Commission Act (15 U.S.C.  
8 45(a)(2)), common carriers subject to the Com-  
9 munications Act of 1934 (47 U.S.C. 151 et  
10 seq.);

11                         (B) notwithstanding the Federal Aviation  
12 Act of 1958 (49 U.S.C. App. 1301 et seq.), in-  
13 clude the authority to enforce compliance by air  
14 carriers and foreign air carriers; and

15                         (C) notwithstanding the Packers and  
16 Stockyards Act (7 U.S.C. 181 et seq.), include  
17 the authority to enforce compliance by persons,  
18 partnerships, and corporations subject to the  
19 provisions of that Act.

20                         (b) APPLICATION TO CABLE OPERATORS, SATELLITE  
21 OPERATORS, AND TELECOMMUNICATIONS CARRIERS.—

22                         (1) DATA SECURITY AND BREACH NOTIFICA-  
23 TION.—Sections 201, 202, 222, 338, and 631 of the  
24 Communications Act of 1934 (47 U.S.C. 201, 202,  
25 222, 338, and 551), and any regulations promul-

1       gated in accordance with those sections, shall not  
2       apply with respect to the information security prac-  
3       tices, including practices relating to the notification  
4       of unauthorized access to data in electronic form, of  
5       any covered entity otherwise subject to those sec-  
6       tions.

7                     (2) RULE OF CONSTRUCTION.—Nothing in this  
8        subsection otherwise limits authority of the Federal  
9        Communication Commission with respect to sections  
10      201, 202, 222, 338, and 631 of the Communications  
11      Act of 1934 (47 U.S.C. 201, 202, 222, 338, and  
12      551).

13                     (c) NO PRIVATE RIGHT OF ACTION.—

14                     (1) IN GENERAL.—This Act may not be con-  
15        strued to provide a private right of action, including  
16        a class action with respect to any Act or practice  
17        regulated under this Act.

18                     (2) EXCEPTION.—A consumer or entity that  
19        suffers financial harm as a result of a covered enti-  
20        ty's violation of this Act may bring an action in a  
21        district court of the United States for the judicial  
22        district in which the consumer or entity suffered the  
23        harm against the covered entity to recover—

24                         (A) in the case of a negligent violation of  
25        this Act, actual financial damages, court costs

1           allowed by the rules of the court, and reasonable  
2           attorney's fees; and

3           (B) in the case of a knowing violation of  
4           this Act, the damages, costs, and attorney's fees  
5           described in subparagraph (A) of this sub-  
6           section and punitive damages.

7 **SEC. 6. RELATION TO STATE LAW.**

8           No requirement or prohibition may be imposed under  
9           the laws of any State with respect to the responsibilities  
10          of any person to—

11           (1) protect the security of information relating  
12          to consumers that is maintained, communicated, or  
13          otherwise handled by, or on behalf of, the person;

14           (2) safeguard information relating to consumers  
15          from—

16           (A) unauthorized access; and

17           (B) unauthorized acquisition;

18           (3) investigate or provide notice of the unauthorized  
19          acquisition of, or access to, information relating to consumers, or the potential misuse of the  
20          information, for fraudulent, illegal, or other purposes; or

23           (4) mitigate any potential or actual loss or  
24          harm resulting from the unauthorized acquisition of,  
25          or access to, information relating to consumers.

1   **SEC. 7. DELAYED EFFECTIVE DATE FOR CERTAIN PROVI-**  
2                         **SIONS.**

3             Sections 4 and 6 shall take effect 1 year after the  
4   date of enactment of this Act.

